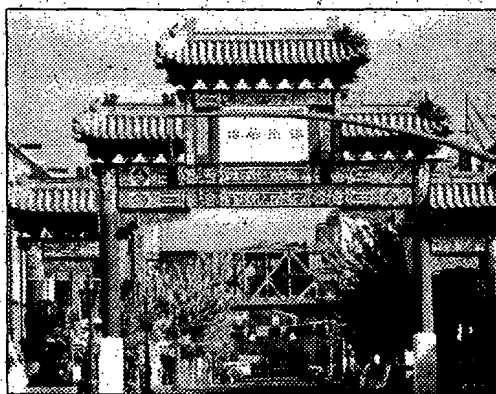

OLD TOWN / CHINATOWN VISION PLAN



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A VISION FOR OLD TOWN / CHINATOWN

Adopted by the Portland City Council
December 10, 1997

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A Vision for Old Town/Chinatown

Introduction

Overview: The Old Town/Chinatown Vision Statement represents the efforts of the people of the diverse Old Town/Chinatown community. We have come together to craft a vision of what we want the area to be, and how we propose to bring this vision about. Our intent is not only that we embrace this vision, but also that it be embraced by others in the City who have influence over what happens in this neighborhood. Consequently, we will be taking this vision to the City Council for their formal acceptance and so that they can incorporate it into their future work.

The Challenge: The past few years have been marked by conflict and mistrust among the various elements of the Old Town/Chinatown neighborhood - the business community, the social service providers, the Chinese community, the retail and night life businesses. The problem came to a head over the siting of the Mental Health West facility at the Royal Palm Hotel. But there has been a long history of conflicts within our community; conflicts which have negatively impacted the vitality of the area, and which have harmed all of us. Appendix A sets forth a history of the community and of the ongoing debate about how to resolve these conflicts.

The Solution: The solution to our conflicts involves all parties within the neighborhood coming together, and agreeing on the following principles:

- We are a diverse area, and all of the diverse components of the community have a right to be in Old Town/Chinatown.
- We understand the area is heavily impacted by an environment of high drug trade, poor retail/business climate, limited mixed income housing, and the Region's highest concentration of social service providers.
- All parties agree on a need for an economic development plan as a means for a better environment in which both businesses and social service providers can prosper.
- This requires a balance, which is best achieved not by regulations but by the various parties working together, and communicating with each other.
- All parties need to go beyond the Old Town/Chinatown neighborhood to achieve broader community support to carry out our vision for a better future.
- The various elements of the community (neighborhood associations, business associations, social service providers, missions, Chinese community, as well as groups outside the community such as the Portland Development Commission, the Association for Portland Progress, etc.) need to work closely to promote the vitality of Old Town/Chinatown.
- Our work must be done in concert with the City and the County. We need their resources and their approval, so that our plan for Old Town/Chinatown is recognized as the vision of a united community.

Content: The Old Town/Chinatown Vision consists of the following sections:

- A. Communications/Conflict Resolution. The three components of this section are the Good Neighbor Agreement; Housing, Shelter and Social Services; and the Communications Plan. The purpose of this section is to be proactive in solving problems and disputes, to identify what we expect of each member of the Old Town/Chinatown community, and to help in communicating information about issues that affect all of us.
- B. Crime/Safety. Drug trade and its negative effects on all segments of the neighborhood is the foremost concern of us all. This section of the vision notes the resources needed to counter this problem, and it stresses the importance of the private sector's participation in addressing both the reality and the *perception* of the crime and safety problems in our neighborhood.
- C. Street Environment and Public Improvements. This section addresses the physical appearance of the neighborhood, and it offers suggestions about what we can do in both the short and long term.
- D. Night Life/Marketing/Promotion. This section addresses a major aspect of the economic life of our neighborhood - the Night Life district. By attracting more businesses into the area, especially the kinds of businesses that are active in the off hours, we hope to create a street life which is more inviting to visitors, both in fact and in perception.
- E. Development, Parking, and Circulation. This section includes the goals of the planning and implementation strategy which will be the next phase of our planning effort.

Summary: Each of the various sections of this vision statement are not to be seen as complete in themselves; rather, each section is an integral part of a whole vision for Old Town/Chinatown. Together, these sections call for proactive participation and communication, neighborhood awareness, personal responsibility, and creative problem solving.

We hope and expect that, far from being a static document, this Vision Plan will be a living and viable statement about our community. To that end, we propose that there be an annual review of the Vision Plan, to determine if we are achieving our goals and whether we need to clarify, add, delete, or otherwise amend any section of the Plan to better achieve the community's objectives.

Finally, it is important to note that this document is the result of many hours of debate, discussion, and interaction among many members of the community (see Attachment E for a list of the public meetings). The resulting product - this document - represents a consensus among a very diverse group of individuals. The very fact that we were able to achieve a consensus on a broad array of important issues speaks well for our community's future prospects.

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Section I: Communications/Conflict Resolution

Good Neighbor Agreement

Get involved and stay involved - your neighborhood needs you.

“Being a good neighbor is a dynamic relationship. Good neighbors work cooperatively with each other to create an environment that is respectful, safe, harmonious, and attractive. Good neighbors are involved with each other”. [From the Turning Point Good Neighbor Agreement.]

The health and livability of every community, no matter how diverse its residents, rests in large part on how people treat each other. Neighborhoods are strongest where people respect each other, each others’ property, and the common areas which they share (streets, parks, public buildings, etc.).

For this reason, to make Old Town/Chinatown a stronger neighborhood, it is essential that individuals and organizations within this community act as “good neighbors”. A framework to achieve this goal is the creation of a “Good Neighbor Agreement”.

Good Neighbor Agreements are tools which have been successfully used throughout the City where siting disputes have occurred, to achieve mutual understanding and delineate responsibilities among affected parties. In Old Town/Chinatown, we do not view a Good Neighbor Agreement as a device to control “undesirable” uses. Instead, we see the creation of a Good Neighbor Agreement as an opportunity for all kinds of businesses and organizations, from social service agencies to storefront retail shops, to recognize and honor our respect for each other and our community.

The following is a draft Good Neighbor Agreement which we recommend each organization or business consider for adoption on a purely voluntary basis. Some organizations may already have a Good Neighbor Agreement in place. Some may consider amending their agreements to integrate principles listed here. This is not an all-inclusive list of issues, and any party considering a Good Neighbor Agreement will want to tailor its plan to its specific needs and mission. However, this Agreement is a summary of what we believe makes for a more considerate neighborhood, and we propose that it serve as our neighborhood’s unofficial community-wide Good Neighbor Agreement.

The City of Portland Bureau of Housing and Community Development (BHCD) is available to assist parties who propose to draft a Good Neighbor Agreement. The phone number for BHCD is 823-2375.

Old Town/Chinatown Good Neighbor Agreement

Purpose

The basic purpose of this Good Neighbor Agreement is to promote good communications between neighbors, focusing on the following considerations:

- A. Communications
- B. Cleanliness
- C. Sidewalk/Street Use
- D. Safety and Security Issues
- E. Monitoring of the Good Neighbor Agreement and Mediation (Advisory Board)

A. Communications

Organizations with Good Neighbor Agreements should establish fax networks and/or other appropriate communication links with interested parties (nearby business and property owners, etc.).

The organization should make every effort to determine who wants to be on the network. The purpose of this communication network is to address concerns, dispel rumors, provide notice of upcoming meetings and events, and inform interested people in advance of any plans or projects proposed by the organization. All communications should designate a contact person to address specific issues as they arise.

The organization should publish a brief monthly status report, available to Advisory Board members and participants in the FAX network, addressing operations, complaints, etc.

The organization should also circulate some form of communication on a regular basis (at the opening of a facility, and perhaps annually thereafter), reporting on the operations of the facility, and listing contact persons. This mailer/communication piece might also include the names and phone numbers of Advisory Board members.

B. Cleanliness

A clean neighborhood is an inviting place to live, work, and visit. Tourists and visitors will come back to visit if they find our neighborhood is clean and well kept. Cleanliness starts with each of us: our business, our sidewalk, our street, our building, and our environment. We encourage each other to maintain a clean operation, and to assist each other in this effort.

Some of the things that we can do to make a cleaner neighborhood are simple, such as keeping the sidewalk in front of our business clean of garbage and debris, or cleaning up graffiti. We can also work with the City to site trash receptacles, public restrooms, and other facilities where they are needed. We can encourage property owners to keep building facades clean, and to pursue the City's facade rehabilitation and lighting grants.

C. Sidewalk/Street Use

Our sidewalks and streets are an important part of our business, and how we use them or allow them to be used by others can affect us and our neighbors in a positive or negative way.

We encourage all businesses and organizations in Old Town/Chinatown to communicate with employees, clients, and customers about the importance of how we use the sidewalk and street. There is often heavy and competing demands for sidewalk space - pedestrians and window shoppers, business people walking to an appointment, patrons and servers at sidewalk cafes, people waiting in line for a business to open, or people simply enjoying being outside and watching the world pass by. We encourage these multiple uses of the sidewalk - they have the potential to enrich the sense of vitality in our neighborhood. It is important to remember, however, that whatever one's purpose in using the street/sidewalk, we need to respect the rights of others to be there as well.

It is also important that a safe passageway for pedestrians always be maintained. Businesses which require that customers stand in line awaiting service are encouraged to have the line occur on the inside of their building. If that is not possible, they are encouraged to assign an easily identified staff person to keep the line in order, and to maintain the public passageway. This will make customers of that business *and* guests of other businesses feel safe about using the sidewalk and visiting the neighborhood.

D. Safety and Security

There are a variety of things that we can do to address security concerns in the neighborhood. These include knowing your neighbors, communicating regularly with them, addressing any problems at an early stage before they get out of hand, participating in community policing efforts, and being active individually and involving staff and tenants in a security programs.

All facilities should consider developing a safety and security program which addresses such issues as resident/employee responsibilities, resident/employee conduct, prohibited activities, drugs and alcohol, pets, fire safety, weapons, hours of opening, guests/clients, and other issues specific to the function of the facility. All residents, employees, and volunteers should be given a copy of this program.

Larger operations should consider hiring a full- or part-time safety specialist, who is responsible for overseeing safety and security within the facility and within the immediately adjacent area (abutting streets and sidewalks, open space). This specialist should work with specialists for other nearby facilities on issues of mutual concern.

Facility operators, whether business owners or social service agencies, should understand and participate in community policing efforts of the Portland Police Bureau. This participation may take the form of a crime prevention program for the facility. Some organizations may want to consider participating in a trespass agreement with the Police Bureau, barring certain individuals (e.g., violators of the drug free zone) from entering the facility.

E. Other Requirements

Advisory Boards will monitor ongoing compliance with the requirements of Good Neighbor Agreements. It is the prerogative of the Advisory Board to take actions it deems appropriate, if it determines that the facility operator is failing to abide by the terms of the Agreement. Monitoring and mediation of a conflict in a neighborhood should be handled by the Advisory Board, which in turn may seek City mediation office assistance when all neighborhood mediation has failed.

All parties are encouraged to voice any concerns at an early stage, to defuse problems before they become too serious, and to prevent people from becoming polarized over issues. In the event that a conflict arises, the concerned or aggrieved party should first consider contacting a member of the Advisory Board (with whom the concerned party feels comfortable raising the issue). The Advisory Board member should then attempt to resolve the problem, honoring the confidentiality of the concerned party. If necessary, the Board member would bring the issue to the attention of the entire Board, with the goal of reaching a fair and prompt resolution to the problem.

**Expect nothing - you will get nothing.
We expect more.**

Housing, Shelter, and Social Services

Old Town/Chinatown has a long history of business and housing that was elemental to the economic development of the City of Portland. It has been home to those who worked on the rail, shipping and logging industries. This area traditionally has housed the labor force that built much of the early part of the City. This legacy has been preserved in many of the numerous old buildings and hotels that were prolific at the turn of the century, thus the vision for the future of the area includes an economic development plan that considers the mix of business, housing and social services.

The provision of housing and other services for lower income individuals and families has historically been, and will continue to be, a central function of this community. We need to acknowledge the increasing number of people who are not served by the “system”, including women with children. This is an issue of city-wide importance, and the problem and solutions are not limited to Old Town/Chinatown. We hope our efforts in this neighborhood will be part of a larger effort affecting the entire City, recognizing that we can’t simply isolate this challenge in ours or any other single neighborhood.

The Visions Committee agrees to several over-arching principles that give guidance to more specific plans for the area. These guiding principles include:

- Diversity of business, housing and service activities are a strength and must be in balance to insure the economic viability of the neighborhood.
- All activities, be they retail, commercial, entertainment, shelter, missions, housing or social services, operate in a business-like manner that does not intrude upon or disrupt neighboring business activities.
- Timely, accurate, inclusive communication among neighborhood interests is essential to developing a cooperative problem solving environment.
- When the operation of a particular business or activity creates a problem the community will engage in a process that will result in Good Neighbor Agreement.

The following are specific areas of agreement:

Shelter Reconfiguration Plan

The Old Town/Chinatown community supports the Shelter Reconfiguration Plan, because it calls for dispersal of housing facilities for the homeless. The Shelter Reconfiguration Plan (SRP) is currently being implemented. It includes the Glisan Street facility (90 beds for men, located at NW 4th and Glisan); the recently completed Jean’s Place (47 beds for women, located at 11th and E. Burnside); the recently completed Royal Palm (which includes 30 SRO units and 20 shelter beds serving those

dealing with mental health issues); the Eastside Shelter (which will contain 90 beds for men, on a site on SE. MLK, Jr. Boulevard); and an east-side, 90-bed permanent housing facility.

Funding of Services

We believe that it is of vital importance that the City and County make it a priority to provide adequate operating funds for these facilities. It is of great concern to all of us that if funding is diminished, then there will be more homeless on our streets (including individuals dealing with substance abuse and mental health issues), and we will all suffer - businesses, social service agencies, visitors, etc.

Assessment Center

While supporting the overall SRP, the community opposes the notion of a single, centrally located assessment center. It would appear to be more cost effective, and more responsive to the likely demand for these services on the part of the target population, if assessment were to take place within each individual facility. These facilities could be linked by computer, but we see no need to require that patrons go to one facility, be directed from there to a central assessment center, and then go back to the original facility to utilize the services therein. We encourage decision makers to carefully weigh these considerations before committing themselves to the notion of a single facility.

Location Policy

Old Town/Chinatown is one of several specially-designated "Impact Areas" in which new City or County sponsored shelters or low income housing projects are subject to the Location Policy (see Attachment D). To be approved, these facilities must satisfy the criteria of the Location Policy. However, even if it can be demonstrated that a facility complies with these criteria, or even if a facility is not funded by the City or County and is therefore exempt from the Location Policy criteria, we expect the providers, funding entities, and local funding conduits of special needs housing to consider the capacity of the neighborhood to accommodate further facilities of this nature. Furthermore, the provider or developer must demonstrate how the proposed facility will benefit the neighborhood and be in accordance with the Neighborhood Plan. This consideration is to include the preparation of a Good Neighbor Agreement with the neighborhood, to be prepared and adopted prior to final site approval by the government entity which has approval authority.

Guiding Future Development

Even though the Old Town/Chinatown neighborhood cannot dictate many aspects of new development within our community, we hope and expect that any business, agency, or other entity contemplating a move to Old Town/Chinatown will consider how and whether it will be compatible with our goals. As already noted, we believe a careful balancing of uses is an essential ingredient to a healthy future. We also hope and expect that the proponents of new facilities will familiarize themselves with the other aspects of this Vision document, especially the Good Neighbor Agreement and the Communications components.

Communication

The members of the Old Town/Chinatown community are committed to the importance of communication. We recognize that sound communication is essential to establishing and maintaining good relationships within the neighborhood and with our partners in government agencies and elsewhere. To the extent that we can keep each other informed concerning future plans, or regarding important news affecting our neighbors, we can prevent the sort of frustration that results when people aren't given the opportunity to have input on matters that affect them.

To maintain and improve communications within Old Town/Chinatown, we will be setting up a FAX network/information hotline. This hotline will link key members of our community, including the heads and designated representatives of all of the various groups based in the area [including the Chinese Consolidated Business Association (CCBA), the Old Town/Chinatown Neighborhood Association, the Historic Old Town Business Association (HOT), etc.]. Copies of faxes will also be posted in designated locations (for example, community bulletin boards).

The purpose of the fax hotline is to disseminate information about upcoming meetings and hearings, provide late-breaking news affecting the community, and issue announcements about projects and other items of interest. It is our expectation that all of the members of our neighborhood (including the members of the various groups which operate within the neighborhood, as well as private businesses, social service agencies, etc.) will make every effort to communicate with the rest of the community through the fax hotline.

We also hope to enlist the support of our partners in the broader community to participate in these communication efforts. Specifically, we hope that Association for Portland Progress (APP), Portland Development Commission (PDC), the Police Bureau and various other City and County agencies will use the fax hotline to notify the neighborhood about public hearings or other proposed decisions which may affect us.

In addition to the fax hotline, we propose that regular meetings be held among the heads of the various groups within Old Town/Chinatown. The purpose of these meetings would be to strengthen links among the organizations located in Old Town/Chinatown. These meetings would also provide an opportunity for the different organizations to raise issues or concerns. The public would be invited to these meetings.

We hope and expect that these efforts will result in improved communication within our neighborhood. A sincere commitment to communicate with each other is critical to the success of our efforts for a better future for Old Town/Chinatown.

Section II: Crime/Public Safety

Crime/Public Safety

Old Town/Chinatown is a diverse community which has undergone enormous change over the decades. During the past 25 years, we have witnessed significant investment in the area, with the rehabilitation of historic structures, and with new retail businesses, housing developments, and an expanding nightlife community. At the same time, the introduction of this new vitality has brought new concerns regarding crime. We recognize this problem - crime, and the perception of crime - as perhaps the greatest challenge which we face as we seek to revitalize our community.

In years past, crime in the neighborhood was for the most part limited to maintaining public order, i.e. drinking in the street, etc. For the most part, this level of criminal activity was adequately addressed by the Police Bureau's staffing a two person walking beat in Old Town 16 hours a day.

During the late 1970s, the trafficking of narcotics moved into the Old Town area, and remains today the foremost crime problem for Old Town/Chinatown. Since the drug problem grew so dramatically, it required all of the resources which Portland's Central Police Precinct could provide. This consumption of police resources to combat drug dealing continues today. The result is that there are few resources devoted to the maintaining of order in and around the neighborhood.

We believe that by focusing our efforts in three areas, we can have a direct impact on the problem, and over time eliminate most of the crime and order issues that negatively affect the vitality of Old Town/Chinatown:

- *Maximizing Police/Law Enforcement Resources.*

The Police Bureau is dedicated in its efforts to ensure that all available resources are utilized in eliminating the drug problems in Old Town. However, Central Precinct cannot eliminate the drug problem in Old Town by itself. It requires a combined effort and cooperation of the Police Bureau, State Parole and Probation officers, the FBI, US Immigration and Naturalization Services (INS), Tri-Met police, the EID (Economic Improvement District) security staff, and the District Attorney's office to effectively impact drug dealing in and around Old Town/Chinatown.

In the recent past, we have witnessed the impressive results of joint Police Bureau/FBI narcotics missions. A dramatic decrease in drug activity resulted from these missions. Currently, Central Precinct and several other law enforcement agencies are involved in Operation Northstar. This is a joint federally funded two year mission targeting drug related activity within the boundaries of Central Precinct which has resulted in a considerable number of arrests. We urge the City to maintain funding for this effort beyond the initial two year period. We also urge the City and County to create adequate jail space, without which this effectiveness of the program is severely compromised.

- *Drug Free Zone*

The Drug Free Zone is an important tool in our efforts to combat the drug problem in Old Town/Chinatown and elsewhere in the core area. This special designation constrains individuals from entering the neighborhood if they have been convicted of drug related crimes. We support the recently expanded Drug Free Zone boundaries, and the recently adopted one year exclusion period. We will continue our support as long as there is drug trafficking in the area.

There are several ways that individuals and businesses can assist in making the Drug Free Zone a success. Businesses can advertise our commitment to the Zone by placing “Drug Free Zone” posters in their windows. Operators of hotels, SROs, and other housing in the area can cooperate with Police in refusing to provide housing to people who have been excluded.

- *Community Policing*

The Old Town/Chinatown neighborhood, with the leadership of the Portland Police Bureau, has embraced community policing as an important framework for solving the crime problem in our neighborhood. This is because we believe that no one group acting alone can solve the crime problem or overcome the perception of crime in Old Town/Chinatown. Crime and public safety are community problems requiring a total community response. All of us are part of this community and share in finding solutions to our common crime problems.

We need to explore how to form partnerships within our community to significantly reduce crime and illegal activities in the neighborhood. Participation is the cornerstone of community policing. Organizations and neighborhood groups need to become involved in finding a solution to the problem. It is extremely important that each group be represented in these efforts, to share concerns and explore solutions to problems associated with criminal behavior in Old Town.

The community must work together to solve this problem. We need to develop a consensus, forge community-wide ties which create a unity, which then strengthens our efforts to influence the City’s commitment of resources to law enforcement activities in the neighborhood.

What can individuals and businesses do to fight crime, and the perception of crime, in Old Town/Chinatown? For one thing, we can become active in community policing efforts. We can introduce more lighting in the district, and work to resist graffiti and other signs of decay. We can participate in Drug Free Zone efforts, and lobby for the dedication of additional resources to the Police Bureau. We also expect Tri-Met to meet its responsibilities in enhancing security on the Transit Mall.

We recognize that if we are going to attract more residential development in Old Town/Chinatown, then we must view crime as a 24 hour-a-day problem. One of the best ways to make our streets safe (in perception as well as in fact) is the introduction of more activity both at day and at night. Thus, we believe that the ultimate solution to the crime problem lies in our carrying out our plan to introduce a “critical mass” of uses and activities in the neighborhood.

Section III: Street Environment and Public Improvements

Street Environment

A positive street environment is one of the keys to the ongoing revitalization of Old Town/Chinatown. If our streets are clean, and storefronts are well-kept and freshly painted, then this conveys a healthy, inviting atmosphere. People feel safe walking our streets, patronizing our businesses, and living in the new and rehabilitated housing which we hope to see in our community. If we *fail* to maintain clean streets and well-kept shops and buildings, this will tend to stigmatize Old Town/Chinatown as an unsafe place to live, work, and shop.

It is therefore essential that we pay regular attention to the question of the street environment.

One of the places where this effort begins is in the matter of public restrooms. The current lack of such facilities is a major challenge to the quality of our streets. The homeless are forced to use storefronts, open spaces, or other public places. Residents of some of the missions or other shelters have no sanitary place to relieve themselves during the day, when the shelters (and their restroom facilities) are closed. Even tourists and visitors are hard pressed to find restroom facilities. When public restrooms are made available, these are untended, and are therefore prone to use by drug-addicts, who flush drug paraphernalia down the toilets, causing considerable maintenance expense.

We believe that it is a high priority that the City undertake a program of providing several public restrooms, interspersed throughout the district. The Portland Old Town Arts and Cultural Foundation (POTACF) proposes to perform an in-depth research and planning exercise, to determine the proper design and operation of public restrooms. This study will include an examination of what other cities have done, and consideration of security issues and funding options. It will entail consultation with such groups as the Police Bureau, PDC, and neighborhood and business representatives. We support POTACF's efforts..

There are of course other efforts which we need to undertake to encourage a positive street environment. We believe that building and business owners ought to take direct responsibility for the condition of the sidewalk adjoining their building or shop. This might entail a regular inspection, to clean up trash or even occasionally hose the sidewalk down. This is not only good for the community, but it is also good for business; who wants to patronize a shop which is marred by trash or graffiti?

We also encourage the City to assist in the placement of additional trash receptacles, especially in areas (such as the corner of 2nd & Burnside) which tend to accumulate trash.

Another thing that businesses and building owners can do to upgrade the exterior of buildings is to take advantage of the Portland Development Commission's North Downtown facade rehabilitation and Old Town building lighting grant programs. Under either of these programs, PDC will fund half of the costs of such expenses as facade restoration, signs and awnings, repair and maintenance, and new lighting. Interested parties should contact PDC staff at 823-3358. These programs have been

effective in the upgrading of literally dozens of storefronts and buildings throughout the Old Town/Chinatown neighborhood.

Last, but by no means least, we anticipate that the Old Town/Chinatown Plan will identify improvements to the public right-of-way which will significantly enhance the street environment. These improvements might be large scale (along the lines of such past efforts as the cobblestone pavement along 1st Avenue, or the brick sidewalks as part of the Transit Mall, or the re-introduction of twin ornamental lights). Or they might be such simple projects as curb extensions, or the addition of the occasional bench or drinking fountain. However great or small, we believe that this kind of public investment is essential in stabilizing the neighborhood, and in spurring additional private investment through the implied public commitment to the improvement of a place.

Public Improvements

There is a fairly well established tradition in Portland, to use strategic public investments as a means of leveraging substantial private investment in an area. Over the decades, the City of Portland has invested approximately \$100 million in the downtown area (in the form of public infrastructure, open spaces, land acquisition, etc.), which in turn has generated approximately \$2 billion in private investment.

Recognizing that private investment will be the key to the successful future of Old Town/Chinatown, we propose that the Development Plan identify a series of public “leveraging” investments. Some of these investments will be minor in scope, to include such items as:

- public restrooms
- traditional ornamental street lights
- street trees
- street furniture - trash receptacles, benches, drinking fountains, etc.
- restoration of historic street items, such as brass horse rings, historic district markers, etc.

While these types of public improvements are fairly minor in scope and cost, they can have a significant effect on the quality of the street ambiance. Almost as important as *installing* these improvements is *maintaining* them. This is not just the responsibility of the City; it is also the responsibility of business and property owners in the district.

Beyond these modest street improvements, we envision more significant public investments in our district, as a means of attracting major new private investment. Specific public projects which our Development Plan might ultimately incorporate include the following:

- new parking structure(s). Such a structure could be developed to free up some of the extensive collection of existing surface parking lots located throughout the district. Possible locations include the north end of the district as well as the area near/south of Burnside.
- special pedestrian improvements at areas which are currently barriers to pedestrian movement. An example is 3rd & Burnside.
- district gateways.
- public improvements in Chinatown, possibly to include an informational kiosk, and also to include re-painting, maintenance, and repair of existing improvements.
- development of special open space opportunities, such as an Ankeny Plaza near 3rd Avenue.
- the RAT (Riverfront Access and Transportation) plan, which has been proposed as part of the River District Development Plan. The RAT program has identified opportunities for a major pedestrian crossing at the Steel Bridge, to connect the Old Town/Chinatown area with the Rose Quarter across the river. The RAT program also addresses river taxis.

- A community center, to include a reading room and other facilities, particularly benefitting lower income residents.

Finally, in addition to these direct public expenditures, we urge owners of private property within the district to take advantage of City programs, such as the following:

- the North Downtown facade rehabilitation grant program
- the Old Town building lighting grant program
- Housing Investment fund and other housing subsidy programs.

The first two programs listed above are administered by PDC as matching grants for a variety of improvements to facades within the district. Funds may be used for signs, awnings, storefront remodels, lighting, and other improvements. In addition, PDC administers a variety of programs to assist in the development of housing, especially mixed income housing developments for which at least a portion of the units are set aside for affordable housing.

Section IV: Nightlife/Marketing/Promotion

Old Town Nightlife District

Background: Portland's historic Old Town/Chinatown neighborhood is home to a wide variety of ethnic restaurants, nightclubs, galleries, specialty retailers, live comedy and pubs which cater to evening visitors. This collection of entertainment-type businesses has created a lively destination, known to locals and visitors as the Old Town Nightlife District. The District extends from SW Oak to NW Glisan, and from Naito Parkway to Broadway.

The Old Town Nightlife District Council represents evening/entertainment business owners which works to promote Old Town/Chinatown as a clean, safe, and festive evening destination. Working together with other community groups including social service providers, neighborhood residents, and the City, the Council envisions an eclectic evening destination where visitors can come to enjoy themselves in a safe and fun environment.

Promotion of the Nightlife District emphasizes the variety of ethnic foods (Chinese, Greek, Irish, Japanese, Mexican, Middle Eastern, Northwest, etc.) and live music (blues, jazz, dance, and rock) which can be found in the area virtually every evening.

Vision: The vision for the Old Town Nightlife District is a bright, clean, and pedestrian-friendly area which is visibly identified to visitors as Portland's premier entertainment/nightlife destination. Sidewalks, well-lit streets and entryways, accessible and adequate parking, colorful storefronts and facades are all components of the lively district. SW Ankeny Street features a plaza where visitors gather. The plaza area includes street amenities including benches and banners. As pedestrians and motorists arrive in the district, they see people walking along the streets enjoying themselves, and busy outdoor cafes and bistros which are open until late at night.

Public Safety: An important element in creating a safe and inviting Nightlife District is public safety. Partnerships with the City, the Police Bureau, social service providers in the area, the Association for Portland Progress, and businesses need to be cultivated. On-going communication should occur among these groups to ensure that the street environment is clean and safe. Continued efforts and commitment of resources by the Portland Police Bureau need to be dedicated to Old Town/Chinatown in order to improve public safety. Strategies should also be developed by neighborhood residents and businesses to keep the community clean and safe.

Section V: Development, Parking & Circulation

Planning/Implementation/Development Strategy

The Old Town/Chinatown Visions Committee endeavors to forge a plan for the revitalization of our community, which shall include a number of concrete steps to implement our vision for the future of this community. Following the model established in the River District and elsewhere, we propose that public and private funds be combined to retain a team which will be responsible for the preparation of the plan. That plan would identify opportunities for private investment, along with opportunities for public improvements which would leverage private investment.

As part of the Central City 2000 vision process, our community identified the following immediate term development opportunities which the Old Town/Chinatown Development Plan should incorporate:

- One or more new housing developments in Chinatown, containing at least 50-100 units. This project(s) may require gap financing to help support the mixed income aspect of the development.
- Preparation of an Old Town/Chinatown Development Plan, which is the process identified in this vision.
- Solicitation of a developer to construct a commercial office building containing approximately 200,000 square feet on the "Trailways" Block (bounded by NW 6th, Broadway, Glisan, and Hoyt), with a parking garage on the block to the north.
- Development of the Classical Chinese Garden, at NW Third and NW Glisan.

Beyond these basic components, the Development Plan ought to include consideration of the following additional components:

- Parking (including new off-street parking facilities for shoppers and for older buildings which currently lack parking; this could potentially free up the numerous surface parking lots which represent an enormous potential for future private development parcels).
- Redevelopment opportunities (including currently under-utilized parcels which lend themselves to new housing, commercial, and other appropriate development).
- Development of a seven-day public market in the New Market, Skidmore Fountain, Saturday Market area, integrating with the adjacent Waterfront Park.
- A special strategy for Chinatown, which is one of the core components of the broader neighborhood. Such a strategy should capitalize on the potential benefits of expanded trade and tourism from Asian/Pacific Rim countries. One possible idea that could serve to capture these benefits is some form of Chinatown Economic Development zone.
- Housing, including mixed income and affordable housing, is the subject of considerable interest. One particular idea that has been advanced is the notion of an elderly housing project in Chinatown.

- Marketing strategy (focusing on the Night Life and retail aspects of the neighborhood.)
- Street/public improvements (including street lights and other furniture, opportunities for special paving, street trees, etc.)
- Special public right-of-way projects (possibly to include Ankeny Street, the 3rd & Burnside intersection, a new “torii gate”, a Greek gate, etc.)
- Public safety-related projects (including public restrooms)
- Coordination with planned projects (including the River District, South-North light rail project, etc.)

A special challenge, or opportunity, is the condition of Burnside Street and the buildings which line it. Many of the buildings along Burnside, and the nature of some of the uses housed in those buildings, do not present an inviting face to visitors coming from the heart of downtown. This problem is exacerbated by traffic levels on Burnside, and the width of the street (which makes for an unpleasant pedestrian experience). The Development Plan presents an excellent opportunity to address this challenge.

Another special opportunity concerns the rich legacy of historic buildings in the Old Town/Chinatown Community. Our neighborhood contains two historic districts which are officially listed on the National Register of Historic Places, as well as numerous individual historic landmarks. The Development Plan should not merely address new development opportunities; it should also recognize the enormous potential which our historic buildings offer. These buildings can be revitalized with new uses, including mixed use housing as well as commercial development. The successful rehabilitation of these structures will rely in part on the creation of tax benefits or other incentives related to seismic requirements.

As important as it is to prepare the Development Plan, it is equally if not more important that we develop a strategy to actually carry out the plan. This is all the more crucial in light of the passage of Measure 47. How will public improvements be paid for? What kind of partnerships can be forged with the private sector and/or with other government agencies (Federal, State, etc.)? What about soliciting a policy from government agencies targeting Old Town/Chinatown as a preferred location for their offices? What about City financial incentives, such as a partial or complete business license fee waiver?

Another critical element of our planning process concerns public participation. We recognize that this plan will not succeed unless it has support from the City Council. Council is most likely to support the plan, and to fund any proposed public improvements, if we have obtained support from the broad spectrum of the community. To this end, we recommend that the planning process entail extensive public participation, including consultation at various stages of the plan development with the major organizations within Old Town/Chinatown (including but not limited to OTCTNA, HOT, CCBA, etc.). We also plan on meeting our obligations to report back to the Vision/Economic Development Committee which spawned this Vision/Plan effort in 1996.

As already noted, we believe that it is absolutely essential that the plan focus on spurring private investment through appropriate public investment. A critical mass must be achieved, built on the healthy development of the various components which make up the neighborhood - Chinatown, the Nightlife District, the Skidmore Village area, etc. We believe that the case can be made that the Old Town/Chinatown neighborhood deserves the considerable resources that it will take to revitalize the area. Our neighborhood is in an important crossroads location, at the juncture of Downtown, the River District, and the Rose Garden district just across the River. The City cannot ignore this district if it seeks to encourage the economic and social vitality of the greater Central City. We look forward to strengthening our relations with the City and its various agencies (especially the Portland Development Commission) to make Old Town/Chinatown one of the brightest jewels in our City's crown.

Appendices

- A. The Relationship between Social Service and Business uses in downtown Portland
- B. Overview of Homeless System for Single Adults
- C. Short Term Housing and Mass Shelters, Title 33.285 of the City Zoning Code
- D. Mass Shelter Location Policy
- E. List of Public Meetings
- F. Old Town/Chinatown Maps (attached under separate cover)

The Relationship between Social Services and Business Uses in Downtown Portland

A. History of conflict

1. 1980's - Old Town - behavior and responses
 - a. Street drinking, public urination, sleeping in doorways
 - b. Some businesses respond with drip lines
 - c. Baloney Joe's tries to move to Old Town
2. Mayor Clark sides with business community in blocking Baloney Joe's
 - a. Develops twelve point plan to break the cycle of homelessness
 - (1) Recognizes the importance of economic development in addressing the problem of businesses and homelessness
 - (2) Orderly streets, standards of behavior
 - b. First articulation of Eastside/Westside balance idea
3. The service paradigm shifts away from Baloney Joe's-type facilities
 - a. The Chamber's Master Agreement - government, business, service provider partnership
 - b. Continuum of care, case management, dealing with the causes rather than warehousing people
4. "Clark-Shiels" agreement developed between Don Clark (HAP) and Roger Shiels (representing Old Town businesses)
 - a. Recognized the economic development agenda of the business community as having value
 - b. Recognized the right of area social services to exist in the neighborhood

B. Principles set forth in Clark-Shiels

1. Expressed a clear preference for permanent housing over shelter beds
2. Placed a cap on shelter beds and SRO units
3. Supported the preservation and rehabilitation of old SRO hotels
4. Supported services already in the area but expressed the desire not to add to that inventory without demonstration of compelling neighborhood need
5. Early articulation of geographic dispersal idea

C. Replacement of Clark-Shiels with Fair Housing Amendments to zoning code

1. Federal civil rights law called into question the legality of Clark-Shiels
2. FHA to the zoning code tried to incorporate some of the protections of Clark-Shiels while expanding the places where services could be sited
 - a. Services could be sited in neighborhood commercial districts more easily - geographic dispersal
 - b. 1300 foot restriction for siting shelters put in place - offers some protection for areas that have shelters in them already

D. Shelter reconfiguration and Clark-Shiels

1. Shelter reconfiguration expressed a preference for smaller shelters
2. Geographic dispersal - Eastside/Westside balance
3. Specific populations - men, women, CMI
 - a. Solve people's problems not warehousing
4. The Royal Palm
 - a. Royal Palm called for in reconfiguration plan
 - b. Site in violation of Fair Housing concentration protections
 - c. APP and Chamber support the Royal Palm if there is no net gain of shelter beds in the neighborhood
 - d. City agrees to move women's shelter beds from TPI to the Eastside in return for putting Royal Palm in Old Town in effect satisfying "no net gain" condition of APP/Chamber
 - e. Continues the principles of balance and dispersal

E. The balance is upset

1. Recovery Inn closes
2. The City sites the SHAC on the Westside
 - a. "Temporary solution" until permanent location for facility can be sited
 - b. Strong implication that will be outside NW Portland
3. Central City proposes the "new" York community
4. CAP proposes re-programming TPI into Portland's only publicly funded basic shelter
 - a. Action steps away from balance concept
 - b. Formalizes the concentration of shelter in Old Town, with church sponsored overflow shelters in Old Town, virtually all emergency shelter for single men in neighborhood
 - c. Apparent contradiction of city commitment that the SHAC would be in the neighborhood only 30 months
5. Ignores the economic basis for Clark-Shiels, Master Agreement, etc.

F. How economically healthy is Old Town anyway?

1. Little or no retail or office growth in the 1990's
2. Perception of the area is one of crime and social problems
3. Region 2040 goals, etc.
4. Little diversification of housing in neighborhood in the 1990's

G. The latest proposal

1. Two forty-five bed "assessment centers," one located on each side of the river
2. Westside "assessment center" to be located at TPI with additional capacity for winter overflow

3. Eastside to get the equivalent of 90 beds of permanent housing - in form of loan or grant fund to facilitate development of several mixed income residential projects
4. Analysis -
 - a. Addresses balance issue regarding assessment center beds
 - b. Satisfies housing advocates goal of providing permanent housing
 - c. Fails to address concentration of overflow in Old Town - solved if equal amount of overflow provided in CEID

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Overview of
Homeless System
for
Single Adults

Multnomah County /
City of Portland

January, 1997



MULTNOMAH COUNTY



CITY OF PORTLAND

HOMELESS SERVICES AND FUNDING

MULTNOMAH COUNTY / CITY OF PORTLAND

The funding for homeless services is a complicated patchwork using 27 resources which include federal, state, county and city dollars. Efficient and effective use of these funds requires a strong partnership between Multnomah County Division of Community Action and Development (DCAD) and the City of Portland Bureau of Housing and Community Development (BHCD). Whether the concern is adequate winter shelter for the growing number of homeless families with children, outreach to campers, adequate A&D free housing, or the development of a new shelter, the two jurisdictions are dependent on each other's competencies, resources and goodwill.

Homeless services are targeted to single men and women, youth, the mentally ill, women and children leaving domestic violence and homeless families. Shelter, (including additional space in winter months), case management, housing placement, transitional housing and other support services are part of the continuum of care available through combined resources.

Although the City of Portland has historically been responsible for funding the development of homeless facilities, in order to fulfill its role of providing "safety-net" services BHCD also contracts with the County and service providers to ensure the availability of emergency services to homeless people. The presence of large numbers of homeless singles in the central city area results in both business and public safety concerns, thus the City has a particular interest in continuing to improve these services.

CURRENT FUNDING FOR HOMELESS SERVICES

Of the approximately \$7,400,000 which Multnomah County targets for homeless services, about \$1,400,000 (18%) comes from City funds: the Community Development Block Grant, a federal Emergency Services Grant, and City General Funds. Table One provides more detail about the combined City and County dollars for homeless services. Of the total homeless funding, about \$2,000,000 (27%) is designated for services to single homeless men and women.

The uncertain impacts of federal cuts and Measure 47 make future cost predictions problematic, but it appears that the over-all system is stable with current resources and expenses staying about the same.

FUNDING FOR OPERATIONS ON EASTSIDE SHELTER

The additional shelter on the eastside of the Willamette will further implement the final piece of the Shelter Reconfiguration Plan, adopted by Council in December 1993. With this additional shelter, however, the homeless singles system will be short about \$500,000. In order to fund this component and not to decrease services in another area of homeless services, \$500,000 in new money needs to be added to the jointly managed pool. Discussions will continue between Commissioner Gretchen Miller Kafoury, the Bureau of Housing and Community Development, and Multnomah County regarding funding strategies and responsibilities.

SHELTER & SERVICES FOR HOMELESS SINGLE ADULTS MULTNOMAH COUNTY/CITY OF PORTLAND

IMPLEMENTATION OF SHELTER RECONFIGURATION

Since the City and County adopted *The Shelter Reconfiguration Plan* (December, 1993), housing and services for homeless single adults have been in a state of transition. Two new facilities are under construction: Jean's Place for women and the Royal Palm for persons with a serious mental illness. The temporary shelter, known as the "SHAC" (The Singles Homeless Assessment Center) in the River District, has provided a model which is focused on moving people quickly from shelter to permanent or more appropriate housing.

The final pieces of the plan remaining to be implemented are permanent shelters for men on the eastside and westside, additional short-term transitional housing, and appropriate services. The homeless facilities will be integrated into a system of housing and services which is designed to move single adults from homelessness to living more self-sufficiently in permanent housing.

ADMISSION TO THE WESTSIDE AND EASTSIDE SHELTERS

The intake staff for the facilities is expected to be located in one central location downtown.

Multnomah County will be responsible for centralized intake and assessment functions for the two shelters for men (as well as Jean's Place for women). To be admitted to one of these facilities, an individual must undergo an initial assessment, identifying his housing and income goals. Intake staff will assign the individual the facility deemed most appropriate for that person.

Individual facilities will not admit persons without the approval of the Intake/Assessment unit. Waiting lists for facilities will be the responsibility of the Intake/Assessment unit--not the individual shelters.

THE WESTSIDE AND EASTSIDE SHELTERS FOR HOMELESS MEN WILL:

- require all residents to work on resolving their homelessness
- assist residents in establishing a plan to
 - obtain income
 - obtain permanent housing
- limit stays of individuals (length will be based on individual's progress on his plan)
- provide shelter during the day (for residents and those on waiting list only)
- provide meals and/or snacks
- require residents to perform chores to help maintain facility's interior and exterior
- have other rules, such as these at the two existing shelters:
 - no use or possession of alcohol and/or other drugs on-site
 - no violence or weapons
 - specified times for check in and lights out
 - rules about cleanliness, health, and respect for other residents and staff

EFFECT ON HOMELESS CAMPERS

None of the proposed or existing homeless facilities will be able to eradicate homeless camping. However, every attempt will be made to design a program that will accommodate the needs of some campers in order to assist them to transition out of homelessness.

SHELTER OPERATOR(S)

Multnomah County Community and Family Services Division will issue a Request For Proposals the Fall of 1997 to select a qualified provider (or providers) for the two shelters.

NEIGHBORHOOD IMPACTS

Currently at the temporary shelter (SHAC), neighborhood impacts are addressed through rules as well as a community advisory board and a Good Neighbor Plan. For example, queuing is eliminated by the shelter being open for 24 hours. Shelter staff and residents control littering by monitoring the area around the facility. Disruptive behavior is addressed through an exclusion policy and a Trespass Agreement with City of Portland police.

GOOD NEIGHBOR PLAN

Shelter staff and residents are expected to be good neighbors, and public funders will hold the operator accountable to maintain any agreement made with the community.

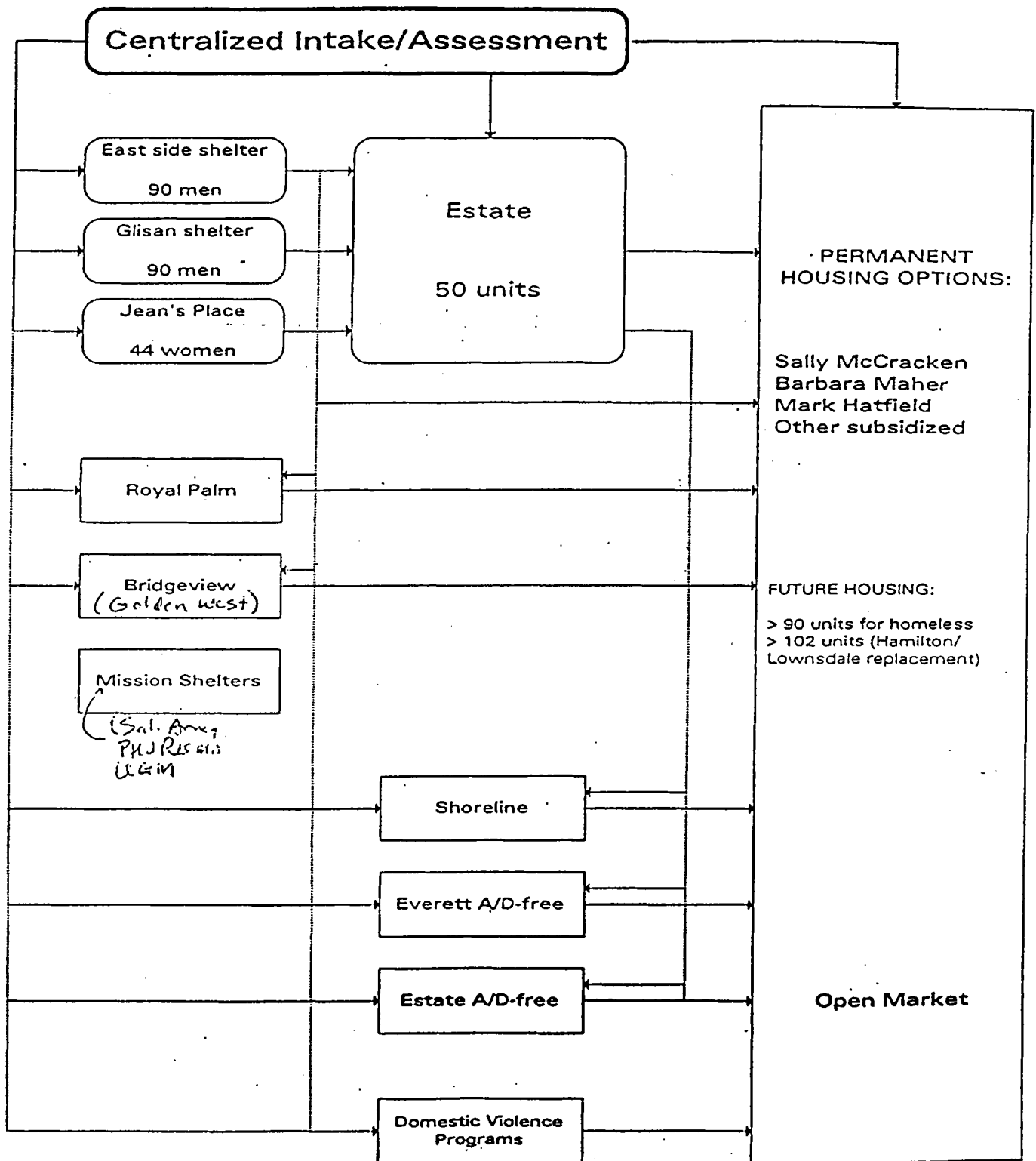
LINKAGE OF SHELTERS TO OTHER HOUSING AND HOUSING PROGRAMS

If shelters are to play an effective role in moving persons to greater self-sufficiency and permanent housing, other housing and services must be available. Two kinds of housing are integral to moving people out of shelters: transitional and permanent.

- *Transitional* Some individuals are not able to move straight from shelter to permanent housing and are better served by participation in a transitional program.
 - *Existing* Several transitional housing programs--alcohol and drug-free, employment focused, specialized for persons with a mental illness--currently exist. Shelter residents will be encouraged and assisted in accessing the program best suited to their needs.
 - *New* An additional 50 units will be available at the Estate Hotel as short-term housing for persons whose assessment indicates their ability to live independently, yet who may not be able to access permanent rental housing. An example of who would benefit from this kind of housing are those who need to build a good tenant record before a landlord will rent to them.
- *Permanent* Unless there is sufficient housing affordable to persons with low-paying jobs or limited benefits, this community will never have enough shelter for those in need. Two proposed projects are vital to our strategy to resolve homelessness for individual adults:
 - 102 replacement units for the demolished Hamilton/Lownsdale Hotels
 - 90 units of permanent housing for homeless individuals.

The attachment on the next page illustrates how the two shelters for men and the 50 additional units of short-term transitional housing at the Estate fit within the system of housing and services for homeless individuals, as well as the end goal: permanent housing.

Homeless System for Single Adults



NOTE: Solid lines indicate facilities that are "under control" of centralized intake/assessment unit.
Dotted lines indicate referral to housing and housing programs operated by non-profits, HAP, or private market.

01/03/97

TABLE ONE

City/County Homeless Services Dollars: FY96/97

| AGENCY | TOTAL dollars spent by County (27 funding sources) | City dollars via County (ESG, CDBG, CF) | % City of DCAD total | CITY DIRECT (not thru Co.) | Other City's (eg. PILOT) not discretionary |
|--|---|---|----------------------|----------------------------|--|
| TPI | \$ 580,896 DCAD | \$ 408,593 | 70% | none | \$37,611 VAHON |
| CCC A&D | \$ 166,572 DCAD | \$ 166,572 | 100% | none | none |
| SHAC | \$ 665,714 DCAD (incl. assessment, all indirect costs) | \$150,000 | 23% | none | none |
| OI and JANUS youth | \$ 313,528 DCAD \$ 399,271 YPO | \$173,223 | 24% | none | \$54,505 VAHON |
| MHSW/ CCC | \$ 126,710 DCAD \$ 513,005 MED | \$ 82,653 | 13% | none | \$ 126,710 VAHON |
| WINTER | \$ 213,375 DCAD | \$150,000 | 70% | none | none |
| DV | \$ 461,300 DCAD \$ 62,638 CFS | \$34,000 | 6% | \$401,845 | \$105,315 BYRNE |
| Comm. Srv Centr | \$3,118,246 DCAD | \$138,641 | 4% | none | none |
| VCHER/ RT. AST. | \$600,000 DCAD | \$55,242 | 9% | none | \$204,517 PILOT |
| Other County- funded programs | \$179,655 | --- | --- | --- | --- |
| TOTAL | \$7,400,918 | \$1,358,924 | 18% | \$401,845 | \$528,658 |

CHAPTER 33.285
SHORT TERM HOUSING AND MASS SHELTERS
(Added by Ord. No. 167189, effective 1/14/94.)

Sections:

- 33.285.010 Purpose
- 33.285.020 Description
- 33.285.030 Where These Regulations Apply
- 33.285.040 Use Regulations
- 33.285.050 Standards

33.285.010 Purpose

This chapter provides regulations for Community Service uses that provide short term housing or mass shelter. These regulations recognize that it is in the public interest to provide short term housing and shelter to people who would otherwise not receive it, and to ensure that standards of public health and safety are maintained. The regulations are intended to reduce conflicts between these and other uses. These regulations recognize that short term housing and mass shelters have differing impacts, and encourages providers to locate in existing structures and work with neighbors. These regulations also focus on the land use impacts of these uses.

33.285.020 Description

Short term housing and mass shelters are defined in Chapter 33.910, Definitions. Both are Community Service uses, and are managed by public or non-profit agencies. They may be in a variety of structures, from conventional houses to large institutional buildings.

In zones where Retail Sales and Services uses are allowed, limited, or conditional uses, the applicant may choose to classify a short term housing facility as a hotel, which is included in the Retail Sales and Services category.

33.285.030 Where These Regulations Apply

The regulations of Sections 33.285.040 through 33.258.050 apply to short term housing and mass shelters in all zones.

33.285.040 Use Regulations

A. Short term housing.

1. R zones. Short term housing in R zones is subject to the following regulations:

- a. **Existing structures.** Short term housing provided in an existing structure in a residential zone is a conditional use, reviewed through a Type II procedure. Approval criteria are in Section 33.815.107, Short Term Housing in R Zones. An existing structure is one that is at least 5 years old and has not had any increase in floor area in 5 years.
- b. **New or expanded structures.** Short term housing provided in a structure that has been built or added floor area within the past 5 years is a conditional use, reviewed through a Type III procedure. Approval criteria are in Section 33.815.105, Institutional and Other Uses in R Zones.

- c. Expansion or increase of existing facility. Expansion of floor area or increase in the number of residents in an existing short term housing facility is processed according to Section 33.815.040, Review Procedures for Conditional Uses. Approval criteria are in Section 33.815.105, Institutional and Other Uses in R Zones.
2. C and E zones. Short term housing is allowed in C and E zones if it meets the standards in Section 33.285.050. Expansion of floor area or increase in the number of residents in an existing short term housing facility is allowed if it meets the standards in Section 33.285.050.
3. OS and I zones. Short term housing is prohibited in OS and I zones.
4. Exemption. Short term housing that exclusively serves victims of sexual or domestic violence is allowed by right in R, C, and E zones if it meets the size limitations for Group Living uses.

B. Mass shelters.

1. RF through R1 and IR zones. Mass shelters in RF through R1 and IR zones are a conditional use, reviewed through a Type III procedure. Approval criteria are in Section 33.815.105, Institutional and Other Uses in R Zones.

Expansion of floor area or increase in the number of residents in an existing mass shelter is processed according to Section 33.815.040, Review Procedures for Conditional Uses. Approval criteria are in Section 33.815.105, Institutional and Other Uses in R Zones.

2. RH and RX zones. Applicants for a new mass shelter or expansion of floor area or increase in the number of residents in an existing mass shelter in RH and RX zones may choose to be an allowed use or a conditional use, as stated below.
 - a. Allowed use. Mass shelters that meet the standards of Section 33.285.050 are allowed uses.
 - b. Conditional use. Mass shelters may be processed as a conditional use, reviewed through a Type III procedure. Approval criteria are in Section 33.815.105, Institutional and Other Uses in R Zones. The standards of Section 33.285.050 do not apply to mass shelters reviewed as conditional uses.
3. C and EX zones. Applicants for a new mass shelter or expansion of floor area or increase in the number of residents in an existing mass shelter in C and EX zones may choose to be an allowed use or a conditional use, as stated below.
 - a. Allowed use. Mass shelters that meet the standards of Section 33.285.050 are allowed uses.
 - b. Conditional use. Mass shelters may be processed as a conditional use, reviewed through a Type III procedure. Approval criteria are in Section 33.815.140, Specified Group Living Uses in the C and EX Zones. The standards of Section 33.285.050 do not apply to mass shelters reviewed as conditional uses.

4. OS, EG, and I zones. Mass shelters in OS, EG, and I zones are prohibited.
5. Exemption. A mass shelter that exclusively serves victims of sexual or domestic violence is allowed by right in R, C, and E zones if it meets the size limitations for Group Living uses.

33.285.050 Standards

Adjustments to the standards of this section are processed as stated in Chapter 33.805, Adjustments.

A. Short term housing.

1. Existing structures and additions to existing structures. Short term housing provided in an existing structure is subject to the development standards for residential development in the base zone, overlay zone, or plan district, unless superceded by standards in this subsection. Sites that do not meet the development standards at the time of application are subject to the regulations of Section 33.258.070, Nonconforming Development.
2. New structures. Short term housing provided in a new structure is subject to the development standards for residential development in the base zone, overlay zone, or plan district, unless superceded by standards in this subsection.
3. Signs. Signs must meet the regulations for houses.
4. Density. The density standards for Group Living in Section 33.239.030.A must be met.
5. Hours of operation. The facility must be open 24 hours a day.
6. Reservation/referral. Lodging must be provided on a reservation or referral basis so that clients will not be required or allowed to queue for services.
7. Parking. The parking space requirements for Group Living apply to short term housing. If one or two spaces are provided, the development standards of 33.266.120 must be met. If 3 or more spaces are provided, the development standards of 33.266.130 must be met.

B. Mass shelters.

1. Certification. The shelter must be certified by Multnomah County Housing and Community Services Division as meeting operational standards established by the City of Portland and Multnomah County for mass shelter programs. Certification must be obtained before an application is submitted. Adjustments to this standard are prohibited.

Once a shelter is certified, it must be recertified annually. If a shelter is not recertified or loses its certification, it must apply for review through the conditional use process as a new shelter.

2. Maximum occupancy. Mass shelters may have up to one shelter bed per 35 square feet of floor area. Adjustments to this standard are prohibited.
3. Density. Table 285-1 sets out the maximum number of shelter beds allowed within a facility and within 1300 feet of the facility. If the site has split zoning, the smaller number applies. Adjustments to this standard are prohibited.

| Table 285-1 Maximum Number of Shelter Beds for Mass Shelters | |
|--|-----------------------------------|
| Zone of Site | Maximum Number of Shelter Beds |
| EX, CX, and CG | 100 |
| CS, CM, and CO2 | 25 |
| CN1, CN2, and CO1 | 15 |
| RX and RH | 25 |

4. Outdoor activities. All functions associated with the shelter, except for children's play areas, outdoor recreation areas, parking, and outdoor waiting must take place within the building proposed to house the shelter. Outdoor waiting for clients, if any, may not be in the public right-of-way, must be physically separated from the public right-of-way, and must be large enough to accommodate the expected number of clients.
5. Hours of operation. To limit outdoor waiting, the facility must be open for at least 8 hours every day between 7:00 AM and 7:00 PM.
6. Supervision. On-site supervision must be provided at all times.
7. Toilets. At least one toilet must be provided for every 15 shelter beds.
8. Development standards. The development standards for residential development in the base zone, overlay zone, or plan district apply to mass shelters, unless superseded by standards in this subsection.
9. Parking. The parking space requirements for Community Service uses apply to mass shelters.
10. Signs. Signs must meet the regulations for houses.

LOCATION POLICY

CONTEXT

In June 1993, in response to the Fair Housing Amendments Act of 1988, Commissioner Gretchen Kafoury appointed a citizen Task Force on Strategies for Fair Housing. The Task Force was asked to review the city's zoning code and to recommend changes which would ensure compliance with Act. The Task Force emphasized an approach which would allow housing for low-income people to be sited throughout the community while balancing the needs of all involved.

City Council adopted Task Force recommendations in December, 1993, which included changes to the zoning code, certification standards for mass shelters for the homeless, and a location policy addressing geographic concentrations of poverty in Portland. These three recommendations act together to ensure that while changes to the zoning code have created a more streamlined process, in some cases making it easier to site special needs housing, areas of community concern are also considered.

LOCATION POLICY GOALS

The goals of the location policy are to:

- Maximize housing choice, especially for low-income people who have traditionally been limited in the location of housing that they could afford;
- Discourage the concentration of low- or no- income households in any one area of the city;
- Encourage the creation of additional housing resources for low-income households integrated throughout the community.

LOCATION POLICY

The city will meet the goals of this policy by restricting city-controlled funding for low-income housing in "impact areas" (areas determined to have high concentrations of poverty). For the purpose of this policy, "city-controlled funding" includes HOME, CDBG and HOPWA funds and low interest loan programs.

"Impact areas" are census tract block groups which meet the following criteria (see attached map):

- More than 50% of the households in the block group earn less than 50% of median income; or
- Twenty percent or more of the housing units are public and assisted.

WHEN DOES THE LOCATION POLICY APPLY?

The location policy applies if:

- the proposed housing or shelter is in an "impact area;" and
- the project requires city-controlled funding; and
- more than 50% of the units of the proposed housing or housing program (i.e. the Homestead program), or more than 50% of the proposed shelter residents, are expected to be below 50% of median income.

The location policy does not apply if the proposed housing or shelter will not increase the concentration of poverty. Examples:

- Rehab projects in which the current occupants remain or have the right to remain;
- Home repair loans or assistance for existing homeowners.

The location policy does not apply to proposed housing which exclusively serves victims of sexual or domestic violence because confidentiality can be essential for this type of housing. However, the Bureau of Housing and Community Development does encourage voluntary compliance with the location policy.

Finally, the location policy does not apply to projects for which application for funding was made before July 1, 1994.

EXCEPTION CRITERIA

If the location policy applies, city-controlled funding will only be recommended if BHCD determines that the housing meets two out of five exception criteria. These criteria recognize that while it is generally in a community's best interest to discourage further concentrations of poverty in fragile areas, there are also times when the benefits of low-income housing may outweigh the costs.

These five criteria are:

1. The project or proposed project will rehabilitate existing substandard housing to standard condition. Substandard housing means that there are violations of the city building codes.
2. The project or proposed project will provide housing to meet local community need. Neighborhood need can be documented through the use of demographic data as well as with information on the targeted market for the housing. For example, if referrals are coming from a local social service agency already serving area residents then the housing may be seen as meeting community need.

Individual letters of support are not adequate documentation of local community need.

3. The project or proposed project will provide housing that meets the objectives of an adopted neighborhood plan or neighborhood revitalization strategy. For example, the Albina Plan is recognized by local neighborhood associations as well as City Council.
4. The project or proposed project has the support of all neighborhood and business associations (recognized by the City of Portland Office of Neighborhood Associations) within 400 feet of the site.
5. The project or proposed project furthers the goals of the shelter reconfiguration plan as the goals relate to the reconfiguration of shelters in the downtown area for homeless singles. See attached table from Strategy for Homeless Single Adults, 11/29/93, page 11.

WHO WILL ADMINISTER THE LOCATION POLICY?

The Bureau of Housing and Community Development will administer the location policy. The Bureau will also monitor the policy to determine if it is meeting the stated goals. This includes tracking the location of new publicly funded housing or shelters to modify designated impact areas if necessary. A more extensive evaluation of the project will occur three years after its adoption. This evaluation will include an analysis of whether there are "disparate impact" concerns for consumers of special needs housing and whether or not the policy meets the stated goals.

DISPLACEMENT

The Portland Planning Commission raised concerns about the potential for displacement of low-income residents as the result of the location policy and zoning code amendments. The city discourages the displacement of one low-income population by another and BHCD will monitor displacement and include this issue in the extensive evaluation.

HOW WILL THE LOCATION POLICY BE IMPLEMENTED?

If the proposed housing will be located in an "impact area", a majority of the units are targeted for residents below 50% of median income, and the area's concentration of poverty may be increased, the developer should contact the siting coordinator at the Bureau of Housing and Community Development (Rachael Silverman, 823-2378). The siting coordinator will confirm whether or not the location policy applies and will issue a memo to that effect within 5 (five) working days.

If the location policy applies and the developer wishes to qualify for city funding, the siting coordinator and the developer will meet to determine whether the project might meet two of the five exception criteria. It will be up to the developer to compile the necessary documentation, although the siting coordinator will be available as a resource.

Once all the necessary documentation regarding the exception criteria has been submitted to the siting coordinator, the siting coordinator will determine whether or not the exception criteria have

or have not been met. The siting coordinator will issue a memo to the developer within 10 working days after receiving all the needed information.

APPEAL PROCESS

Any person who is dissatisfied with a decision relating to qualification under the location policy may file a written request for an administrative review with the Bureau of Housing and Community Development. The appeal must be received within 10 (ten) working days after the decision. The Director of the Bureau of Housing and Community Development will conduct the administrative review, make a decision within 10 (ten) working days, and will notify the parties involved in writing. This decision will be based on information pertaining to the location policy which has already been submitted by the applicant to the Bureau of Housing and Community Development. If the applicant has new information to submit they can reapply for qualification.

SITE CONTROL

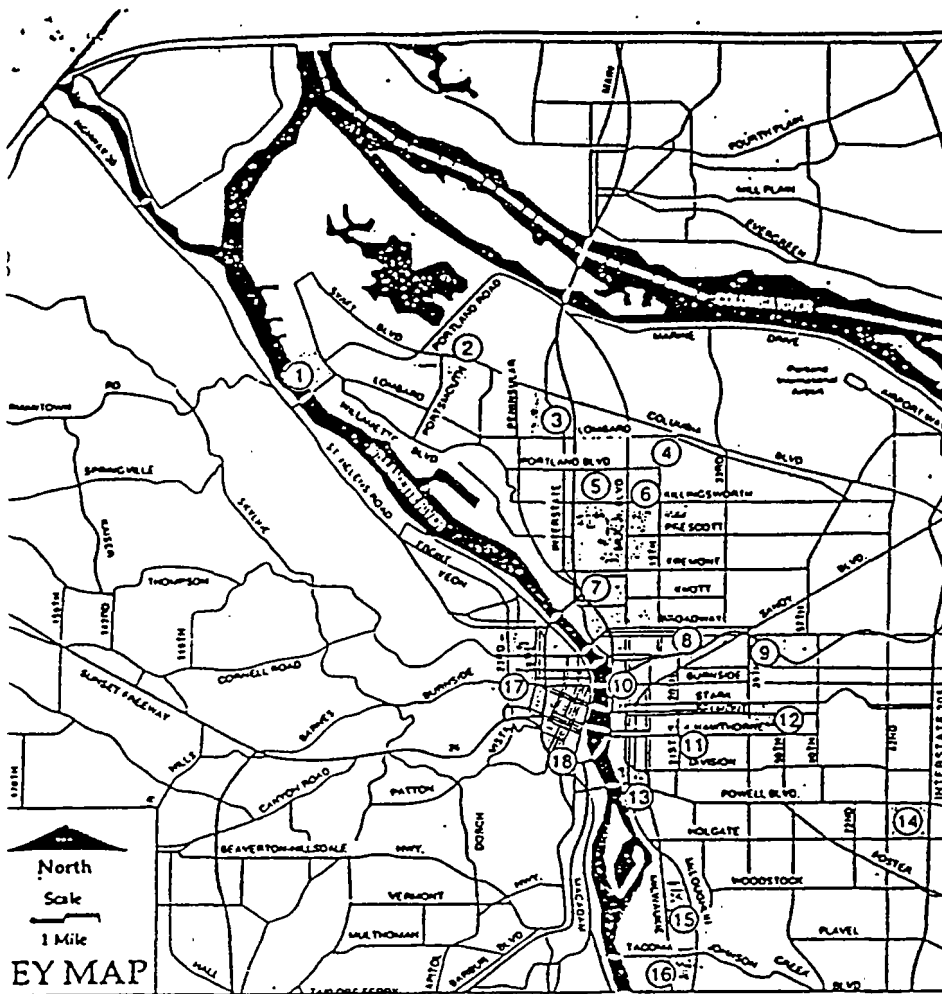
On occasion, small amounts of city funding are needed for site control and pre-development. Costs linked to obtaining site control are exempt from the location policy.

Developers who believe that the location policy might apply to a potential project are strongly encouraged to contact the siting coordinator before obtaining site control. If the location policy applies to the housing or shelter and the exception criteria are not met, then no additional city funding would be available for that project.

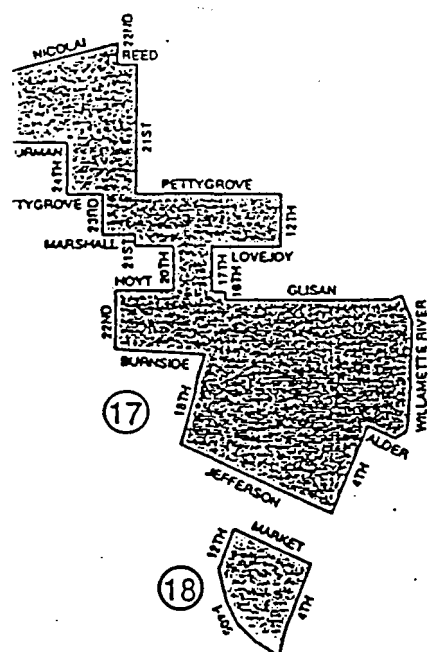
If the location policy applies, the siting coordinator will begin a file on the project once the developer obtains site control and applies for city funding. All information in the file will be public information.

QUESTIONS

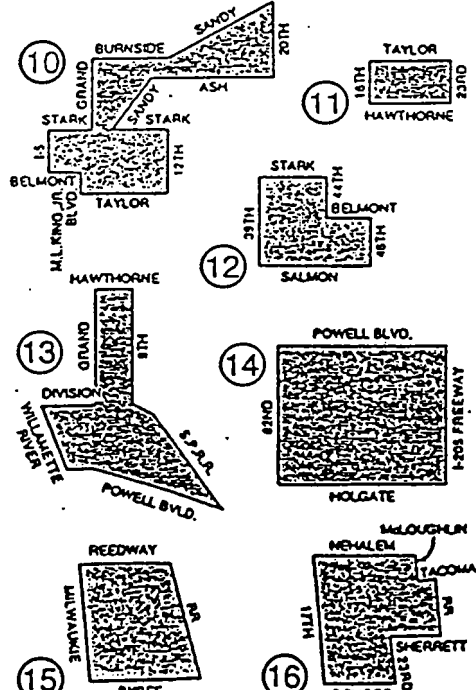
If you have any questions, please contact the Siting Coordinator, Rachael Silverman, at 823-2378.



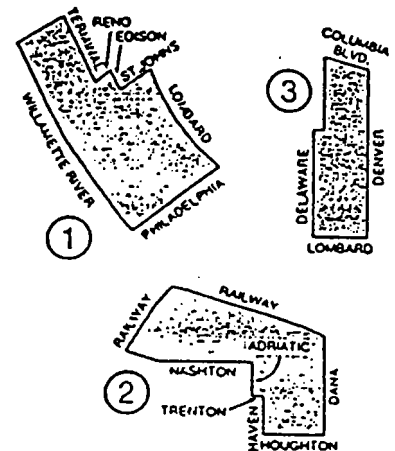
DOWNTOWN and NORTHWEST



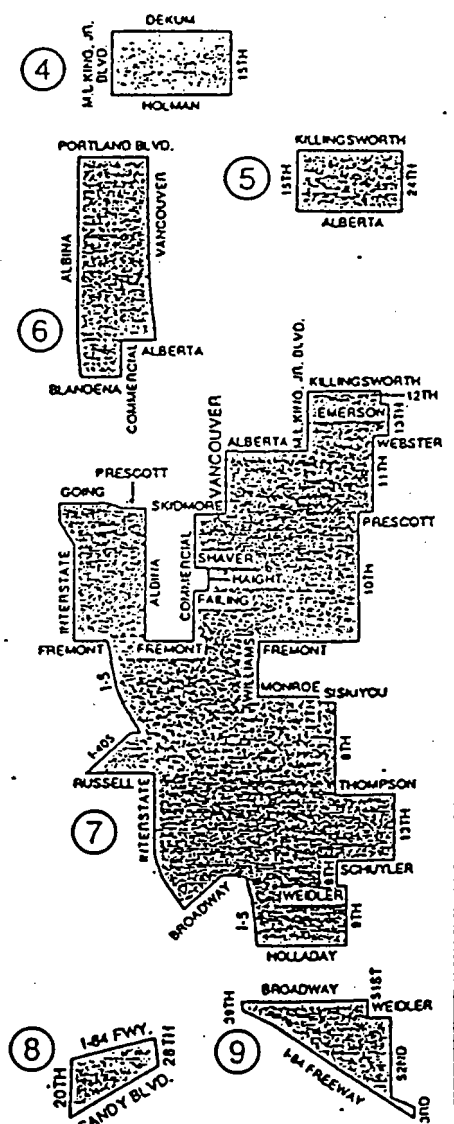
SOUTHEAST PORTLAND



NORTH PORTLAND



NORTHEAST PORTLAND



Impact areas are census tract block groups where 20% more of all the housing units in these block groups are publicly assisted, or more than 50% of all the households in these block groups earn less than 50% median income, or both.

GTS/graphics 4-5-96

IMPACT AREAS

For further information: Bureau of Housing & Community Development at 823-2375

List of Public Meetings

The following is a list of public meetings where the Old Town Vision Plan was presented and discussed:

- A. CCBA, May 18th, 1:30 pm.
- B. Old Town/Chinatown "Visions Committee", May 29th, 4:00 p.m.
- C. Old Town/Chinatown ad hoc Social Services Focus Group, June 5th, 3:00 p.m.
- D. Old Town/Chinatown Neighborhood Association, June 6th, 3:00 p.m.
- E. Pearl District Neighborhood Association, June 17th, 6:00 p.m.
- F. Historic Old Town Business Association (including members of the Old Town Night Life Committee, the Old Town Chinatown Community Policing Task Force, and the Portland Arts & Cultural Foundation), June 18th, 3:00 p.m.
- G. Ad hoc residents group, July 1st, 4:30 p.m.
- H. Final Community Meeting, July 23rd, 4:00 p.m.